# Commission for Public Complaints Against the RCMP

## 2013–14

### Report on Plans and Priorities

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The Honourable Vic Toews, P.C., Q.C., M.P.
Minister of Public Safety

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# Chair's Message

This *2013–14 Report on Plans and Priorities* of the Commission for Public Complaints Against the RCMP (CPC) provides an overview of our plans for the next fiscal year. The CPC continues to identify and address the policing issues of daily concern to Canadians. It examines the conduct of RCMP members in relation to specific complaints and monitors wider trends and developments in RCMP policy and practices. Its objective is to provide recommendations that will enhance the accountability of the RCMP and contribute to the public's trust and confidence in it and its members.

On June 20, 2012, the Government of Canada tabled Bill C-42, which is intended to strengthen the RCMP review and complaints process and support a re-invigoration of police accountability. New legislation and an enhanced mandate will increase the new RCMP review body's ability to examine systemic issues, allow more rigorous and expansive access to documents, and recognize the importance of service standards in ensuring timely and effective review. The CPC continues to support the government's efforts to implement these legislative changes.

The CPC will be seeking additional funding to address its historical funding shortfall and build its capacity to take on its new responsibilities once the changes outlined in Bill C-42 come into effect. The plans and priorities detailed in this document are based on the assumption that temporary funding will be provided. Should this strategy prove to be unsuccessful, the CPC's *2013–14 Departmental Performance Report* will indicate which of our plans and priorities we were able to accomplish with the allotted funds.

Ian McPhail, Q.C.
Interim Chair

# Section I: Organizational Overview

## Raison d'être

The Royal Canadian Mounted Police Public Complaints Commission is an independent agency created by Parliament and is not part of the Royal Canadian Mounted Police (RCMP). The Commission's fundamental role is to provide civilian review of the conduct of the RCMP members in carrying out their policing duties, thereby holding the RCMP accountable to the public. The Commission ensures that complaints about the conduct of RCMP members are examined fairly and impartially. Its findings and recommendations help identify and remedy policing problems which stem from the conduct of individual RCMP members or from deficiencies in RCMP policies or practices. The Commission has the authority to make findings and recommendations, but cannot impose discipline or make monetary awards to complainants.

### Vision

Excellence in policing through accountability.

### Mission

To provide civilian review of RCMP members' conduct in performing their policing duties so as to hold the RCMP accountable to the public.

## Responsibilities

The mandate of the CPC is set out in Part VII of the Royal Canadian Mounted Police Act (RCMP Act) and can be summarized as follows:

- to receive complaints from the public about the conduct of RCMP members;
- to conduct reviews when complainants are not satisfied with the RCMP's handling of their complaints;
- to initiate complaints and investigations into RCMP conduct when it is in the public interest to do so;
- to hold hearings; and
- to report findings and make recommendations.

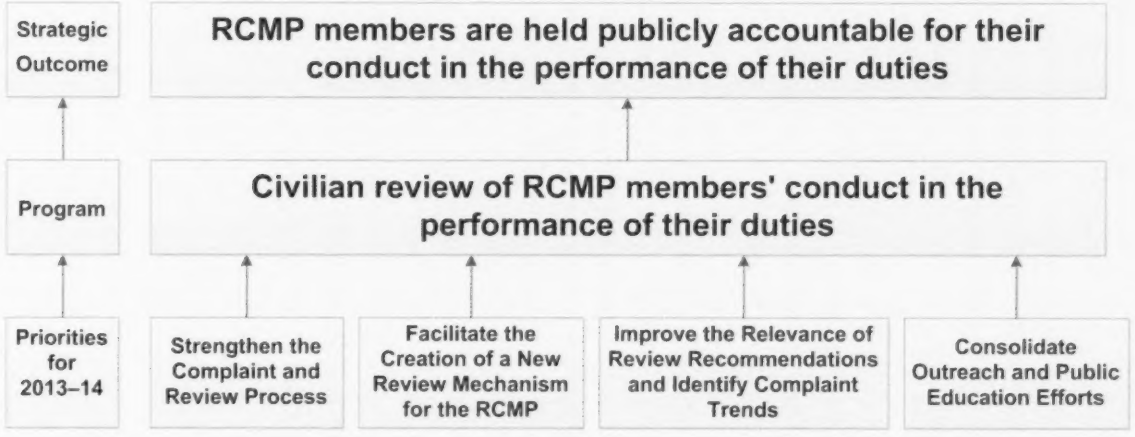
## Strategic Outcome and Program Alignment Architecture

To effectively pursue its mandate, the CPC aims to achieve the following strategic outcome:

> **RCMP members are held publicly accountable for their conduct in the performance of their duties.**

The following graphic outlines the CPC's Program Alignment Architecture and the priorities it has set for 2013–14.

### CPC's Program Alignment Architecture


Strategic Outcome
RCMP members are held publicly accountable for their conduct in the performance of their duties
Program
Civilian review of RCMP members' conduct in the performance of their duties
Priorities for 2013–14
Strengthen the Complaint and Review Process
Facilitate the Creation of a New Review Mechanism for the RCMP
Improve the Relevance of Review Recommendations and Identify Complaint Trends
Consolidate Outreach and Public Education Efforts

## Organizational Priorities

| Priority | Type | Strategic Outcome |
|---|---|---|
| Strengthen the complaint and review processes | On-going | RCMP members are held publicly accountable for their conduct in the performance of their duties. |

**Description**

**Why is this a priority?**

A strong complaint and review process with established service standards enhances the credibility of both the CPC and the RCMP for a timely response to public complaints. The CPC is committed to the continuous improvement of the complaint and review process.

**Plans for meeting the priority**

- ☐ Maintain service standards and enhance efficiencies of the complaint and review process.
- ☐ Continue to track actions taken by the RCMP on recommendations.
- ☐ Continue to collaborate with the provinces, territories, RCMP and stakeholders, regarding common issues.

| Priority | Type | Strategic Outcome |
|---|---|---|
| Facilitate the creation of a new review mechanism for the RCMP | Previously committed to | RCMP members are held publicly accountable for their conduct in the performance of their duties. |

**Description**

**Why is this a priority?**

As the national, independent review body for the RCMP, the CPC is uniquely positioned to bring the public's perspective to the legislative proposals. The stronger and more credible the independent oversight and review of the RCMP is, the more credible the Force will be.

**Plans for meeting the priority**

- ☐ Continue to provide advice to the government regarding the creation of a new independent review and complaints commission for the RCMP.
- ☐ Effectively manage the change to the new organization.

| Priority | Type | Strategic Outcome |
|---|---|---|
| Improve the relevance of review recommendations and identify complaint trends | On-going | RCMP members are held publicly accountable for their conduct in the performance of their duties. |

**Description**

**Why is this a priority?**

As custodians of the public complaint process, and pursuant to the provisions of the RCMP Act, one of the CPC's goals is to identify opportunities to strengthen police accountability and effect change within the entire complaint system. The CPC's in-depth examinations provide assurance that key systemic areas of concern are thoroughly examined and reported upon publicly.

**Plans for meeting the priority**

- ☐ Where needed, the CPC will initiate and continue public interest investigations in relation to high-profile incidents, such as the one examining the conduct of RCMP members in handling allegations of harassment within the workplace.
- ☐ Undertake research projects designed to understand the nature of, and trends within, public complaints and police/public interactions.
- ☐ Make recommendations for changes in national policing policy, training and behaviours based on identified trends in policing.
- ☐ Foster greater collaboration among domestic and international police review bodies, governments, academics and stakeholders.

| Priority | Type | Strategic Outcome |
|---|---|---|
| Consolidate outreach and public education efforts | On-going | RCMP members are held publicly accountable for their conduct in the performance of their duties. |

**Description**

**Why is this a priority?**

The CPC must provide a service that is open and accessible to the communities it serves, particularly to Aboriginal communities, newly arrived immigrants and other citizens who, for cultural, linguistic or literacy-related reasons, are less likely to know about, or avail themselves of, the public complaint process.

**Plans for meeting the priority**

- ☐ Consolidate outreach efforts and continue to promote a media engagement strategy.
- ☐ Build relationships with the key stakeholders, such as mental health associations, Aboriginal groups and organizations, and groups which assist newly arrived immigrants.
- ☐ Enhance relationships with provincial review bodies and provincial officials responsible for policing in jurisdictions which contract for RCMP services.
- ☐ Enhance liaison with the RCMP and other stakeholders.

## Risk Analysis

In order to foster an organizational culture that supports risk-informed decision-making, focuses on results, and enables the consideration of both opportunity and innovation, the CPC, as part of its annual planning process, conducts a risk assessment and identifies appropriate actions to mitigate any identified risks. In setting out its plans for 2013–14, the CPC identified the following key risks and mitigation strategies.

### Funding Pressures

There is a risk that the CPC, if the transition to a new mandate with additional funding is delayed, will face a gap in funding. Funding is needed under the current mandate to continue critical work in the areas of outreach, strategic policy and research, as well as to meet any surge in complaints, reviews or special investigations. The CPC will work closely with Public Safety Canada to closely monitor its funding level and obtain bridge funding if it is needed.

### RCMP Implementation of CPC's Recommendations

As the CPC's recommendations to the RCMP are not binding, sometimes key recommendations are not implemented. To monitor this, the CPC continues to systematically track recommendations made to the RCMP and maintains an "Outstanding RCMP Policy Commitments" section on its website.

### Responding to Major Policing Events

The CPC's mandate requires it to respond to serious incidents between the RCMP and the public. The unpredictable frequency and magnitude of such events can create financial and human resource pressures which impact workloads and services standards. The CPC continues to track its workload and, where required, uses established supply arrangements for specialized investigators and reallocates staff in order to maintain the capacity to undertake important high-profile investigations.

# Planning Summary

**Financial Resources (Planned Spending – $ thousands)**

| Total Budgetary Expenditures (Main Estimates) 2013–14 | Planned Spending 2013–14 | Planned Spending 2014–15 | Planned Spending 2015–16 |
|---|---|---|---|
| 5,425 | 5,425 | 5,439 | 5,439 |

**Human Resources (Full-Time Equivalents – FTEs)**

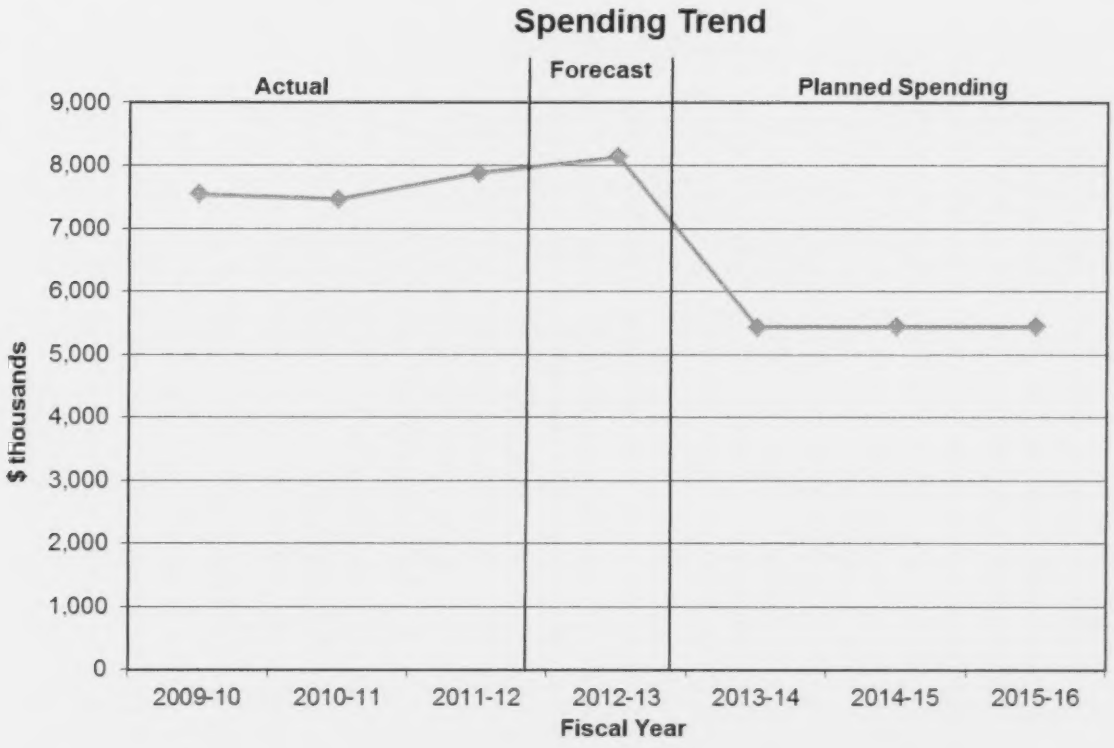
| 2013–14 | 2014–15 | 2015–16 |
|---|---|---|
| 40 | 40 | 40 |

**Planning Summary Table**

| | | $ thousands | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Strategic Outcome | Program | Actual Spending 2010–11 | Actual Spending 2011–12 | Forecast Spending 2012–13 | Planned Spending 2013–14 | Planned Spending 2014–15 | Planned Spending 2015–16 | Alignment to Government of Canada Outcomes |
| RCMP members are held publicly accountable for their conduct in the performance of their duties. | Civilian review of RCMP members' conduct in the performance of their duties | 3,031 | 3,453 | 4,256 | 2,368 | 2,382 | 2,382 | **Social Affairs** A Safe and Secure Canada |
| | Internal Services | 4,433 | 4,428 | 3,779 | 3,057 | 3,057 | 3,057 | |
| **Total** | | 7,464 | 7,881 | 8,035 | 5,425 | 5,439 | 5,439 | |

## Expenditure Profile

**Departmental Spending Trend**




## Estimates by Vote

For information on our organizational appropriations, please see the *2013–14 Main Estimates* publication.[1]

[1] http://www.tbs-sct.gc.ca/ems-sgd/esp-pbc/me-bpd-eng.asp

# Section II: Analysis of Program by Strategic Outcome

## Strategic Outcome

**Strategic Outcome: RCMP members are held publicly accountable for their conduct in the performance of their duties.**

| Performance Indicators | Targets |
|---|---|
| Recommendations accepted by the RCMP and have been implemented. | 100% |

## Program: Civilian review of RCMP members' conduct in the performance of their duties

### Program Description

The Commission conducts reviews of complaints received from the public about the conduct of RCMP members in the performance of their duties. When complainants are not satisfied with the RCMP's handling of their complaints, they can request a review of their case by the Commission. In reviewing these complaints, the Commission may conduct hearings and investigations, and reports on its findings and makes recommendations to the RCMP Commissioner and Minister of Public Safety.

**Financial Resources ($ thousands)**

| Total Budgetary Expenditures (Main Estimates) 2013–14 | Planned Spending 2013–14 | Planned Spending 2014–15 | Planned Spending 2015–16 |
|---|---|---|---|
| 2,368 | 2,368 | 2,382 | 2,382 |

**Human Resources (Full-Time Equivalents – FTEs)**

| 2013–14 | 2014–15 | 2015–16 |
|---|---|---|
| 28 | 28 | 28 |

| Program Expected Results | Performance Indicators | Targets |
|---|---|---|
| Improve access to, and openness of, the public complaint process. | The percentage of complaints received from the public directly by the Commission is increased. | Annual increase of 5% |

## Planning Highlights

To achieve the expected result, the CPC has set the following priorities and plans to undertake the following activities:

**1. Strengthen the complaint and review process**

The CPC will endeavour, in the face of continued increased workload levels, to meet its service standards and enhance efficiencies within the complaint and review process. Where needed, it will initiate and continue public interest investigations in relation to high-profile incidents, such as the one examining the conduct of RCMP members in handling allegations of harassment within the workplace. It will continue to track actions taken by the RCMP on key recommendations. It plans to implement a new Case Management System in order to capture all relevant information into one database. As well, the CPC will continue to collaborate more closely with the provinces, territories, RCMP and stakeholders regarding common interests.

**2. Facilitate the creation of a new review mechanism for the RCMP**

New legislation and an enhanced mandate will increase the new RCMP review body's ability to examine systemic issues, allow more rigorous and expansive access to documents, and recognize the importance of service standards in ensuring timely and effective review. The CPC continues to support the government's efforts to implement these legislative changes. The CPC is uniquely positioned to bring the public's perspective to critical policing issues. The stronger and more credible the independent oversight and review of the RCMP is, the more credible the Force will be. The CPC will continue to provide advice to the government on the creation of a new independent review and complaints commission for the RCMP. The CPC will restructure its business model to ensure the most cost effective delivery of current and new services.

**3. Improve the relevance of review recommendations and identify complaint trends**

The CPC will undertake research projects designed to understand the nature of and trends within public complaints and police/public interactions. It will make recommendations for changes in national policing policy, training and behaviours based on identified trends in policing. The CPC will continue to foster greater collaboration among domestic and international police review bodies, governments, academics and stakeholders.

**4. Consolidate outreach and public education efforts**

The CPC will continue to build on its outreach capability and educational efforts. Engagement with key stakeholder groups, such as Legal Aid organizations, court workers, provincial oversight bodies and Aboriginal groups, is vital to helping increase awareness of an individual's ability to initiate a complaint against the conduct of an RCMP member. Liaison with the RCMP and other policing stakeholders will be enhanced.

### Benefits for Canadians

Safe and secure neighbourhoods are a defining characteristic of the Canadian way of life, and Canadians are rightly proud of that tradition of community safety and security. The CPC provides civilian oversight of RCMP members' conduct in performing their policing duties so as to hold the RCMP accountable to the public. The Commission's work is an essential component of the government's commitment to strengthen the security of Canadians, who must have confidence in their national police force. The CPC's oversight ensures that this confidence, faith and trust is well-placed.

## Program: Internal Services

### Program Description

Internal Services are groups of related activities and resources that are administered to support the needs of programs and other corporate obligations of an organization. These groups are: Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; Acquisition Services; and Travel and Other Administrative Services. Internal Services include only those activities and resources that apply across an organization and not those provided specifically to a program.

**Financial Resources ($ thousands)**

| Total Budgetary Expenditures (Main Estimates) 2013–14 | Planned Spending 2013–14 | Planned Spending 2014–15 | Planned Spending 2015–16 |
|---|---|---|---|
| $3,057 | $3,057 | $3,057 | $3,057 |

**Human Resources (Full-Time Equivalents – FTEs)**

| 2013–14 | 2014–15 | 2015–16 |
|---|---|---|
| 12 | 12 | 12 |

# Section III: Supplementary Information

## Financial Highlights

| **Future-Oriented Condensed Statement of Operations and Departmental Net Financial Position** – For the Year (ended March 31)<br>**($ thousands)** | | | |
|---|---|---|---|
| | **$ Change** | **Forecast 2013–14** | **Estimated Results 2012–13** |
| **Total expenses** | -3,118 | 6,477 | 9,595 |
| **Total revenues** | - | - | - |
| **Net cost of operations before government funding and transfers** | -3,118 | **6,477** | **9,595** |
| **Departmental net financial position** | 68 | **250** | **182** |

| **Future-Oriented Condensed Statement of Financial Position** – For the Year (ended March 31)<br>**($ thousands)** | | | |
|---|---|---|---|
| | **$ Change** | **Forecast 2013–14** | **Estimated Results 2012–13** |
| **Total net liabilities** | -28 | 748 | 776 |
| **Total net financial assets** | 35 | 313 | 278 |
| **Departmental net debt** | -63 | 435 | 498 |
| **Total non-financial assets** | 5 | 685 | 680 |
| **Departmental net financial position** | 68 | **250** | **182** |

## Future-Oriented Financial Statements

The CPC's Future-Oriented Financial Statement can be found on the CPC's website at:

http://www.cpc-cpp.gc.ca/cnt/cr-ro/index-eng.aspx

## List of Supplementary Information Tables

All electronic supplementary information tables listed in the *2013–14 Reports on Plans and Priorities* can be found on the CPC's website at:

http://www.cpc-cpp.gc.ca/cnt/cr-ro/rpp/index-eng.aspx

## Tax Expenditures and Evaluations Report

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance publishes cost estimates and projections for these measures annually in the *Tax Expenditures and Evaluations*[2] publication. The tax measures presented in the *Tax Expenditures and Evaluations* publication are the sole responsibility of the Minister of Finance.

[2] http://www.fin.gc.ca/purl/taxexp-eng.asp

# Section IV: Other Items of Interest

## Organizational Contact Information

**Further Information and Website:**

- You can find the CPC on the Internet at www.cpc-cpp.gc.ca.

**To contact us by e-mail:**

Complaints: complaints@cpc-cpp.gc.ca
Reviews: reviews@cpc-cpp.gc.ca
General inquiries: org@cpc-cpp.gc.ca

**Telephone:**

From anywhere in Canada: 1-800-665-6878

**TTY:** 1-866-432-5837

**Legislation:**

The CPC shares responsibility with the RCMP for carrying out the provisions of Part VII, *Royal Canadian Mounted Police Act* (R.S.C. 1985, c. R-10, Part VII).

In addition, the CPC reports to Parliament on Parts VI and VII of the *Royal Canadian Mounted Police Act* (R.S.C. 1985, c. R-10, Part VI, Part VII).